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ABSTRACT

Equity is a significant area of public administration which is integral to all disciplines that relate to the public interest, including vocational education. Vocational education is designed to achieve equity. The Vocational Education Act of 1963 mandated ready access of all persons of all ages in all communities to vocational education of high quality and suited to their needs and interests. The 1968 Amendments reinforced this directive, and sex equity was clearly stipulated in the 1976 Amendments. Vocational education was further linked with employability of any person with passage of such laws as the Comprehensive Employment and Training Act. A chief barrier to equity is absence of public interest. In public administration the improvement of testing is a feasible way to effect equity. Agencies should be required to show evidence of criterion-related, content, or construct validity of their personnel selection procedure. As regards research and policy recommendations, public interest should be the foundation of equity, enrollment should be regularly researched, intergovernmental fiscal relationships in vocational education should be studied from the standpoint of equity, and employability and energy equity should be studied. (YLB)

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Research and Development Series No. 214C

EQUITY FROM A PUBLIC ADMINISTRATION PERSPECTIVE

by

Yearn H. Choi

SUMMARY Vocational educators have grappled with equity as a problem and have espoused it as a cause since 1963 when Congress issued both an equity mandate and an equity challenge with the passage of the Vocational Education Act. This paper is one of seventeen reports commissioned by the National Center for Research in Vocational Education to meet the equity challenges through a multidisciplinary approach encompassing three perspectives—academic, vocational education, and special interest group advocacy.

The following paper traces the history of equity in the area of public policy and then relates it to vocational education. It examines the philosophical underpinnings of current values and concepts of equity in American society, and the linkages among equity, vocational education, and new legislation affecting human resources and employment. According to the author, equity begins when all citizens have the opportunity for employment. After this philosophical, historical, and legal overview, problems that remain and progress that has been made within the current legal system are reviewed. The paper concludes with recommendations for research and public policy to enhance equity in personnel administration and vocational education.

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INTRODUCTION

Public administration is integral to all disciplines that relate to the public interest, and therefore it is integral to vocational education. To function effectively, vocational education must have sound fiscal policy, personnel practices, ethics, organizational structures, and mechanisms for change. All of these required elements fall within the realm of public administration which is an intellectual and professional endeavor that synthesizes and utilizes pertinent elements of political acuity, administrative techniques, and ethical theory.

Woodrow Wilson set the tone for the early study of public administration in an essay entitled "The Study of Administration," published in the *Political Science Quarterly* in 1887. In it, Wilson observed that it "is getting harder to *run* a constitution than to frame one," and called for using more intellectual resources in the management of the state. Since then, public administration has been

changing and advancing, because public administration is reflecting what government perceives as "relevant" to its functions and duties.

Recently, the major emphasis of public administration became policy analysis and evaluation research. About 1970, a new development occurred in nearly all the social sciences. That development involved a substantially more widespread and explicit attempt to apply the concepts, methods, and findings of the social sciences to important policy problems. Policy studies are timely and necessary when our policies have either not been nationally set up or not implemented; they are also applicable when our policies have been rational, but not implemented. Our policies to date have been disappointing at best and frequently seem to make situations worse than if nothing had been done.

Public administration is interested in designing and implementing rational policymaking based on the public interest. Hence, public administration has experienced "turf" problems with other disciplines. Scholars in all fields have traditionally established clear boundaries in their disciplines, but public administration does not confine itself to a limited territory. In order to understand human nature, public administration adopts psychology; in order to understand fiscal policy, public administration adopts economics; in order to understand management, public administration adopts management science from business administration; and in order to understand environmental policy and administration, public administration adopts ecology. Public administration is definitely eclectic.

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HUMAN EQUITY IN PUBLIC ADMINISTRATION AND VOCATIONAL EDUCATION

Equity is certainly one of the significant areas of public administration. The United States government has been interested in equity since the New Deal administration. Equity is a critical value for any society that has a constitution based on concepts of justice, due process, and equal protection. Redford (1969) suggests that equal treatment for all citizens is engrained in a theory of democracy:

> In democratic morality neither the superior endowment, nor the earned or accidental advantage, nor the vested position of some can justify inattention to other men's needs. This is the equalitarian component of democratic morality (p. 6).

The movement in public administration in the 1960s which seriously pursued the social equity value was the normative literature of the "new public administration." The new public administration searched for more than economy and efficiency: it asked whether this service enhances social equity. Social equity service includes activities designed to enhance the political power and economic well-being of disadvantaged minorities (Frederickson 1971, p. 311).

The government, more than any other employer, is expected to take the lead in ensuring an equal distribution of employment opportunity throughout the population at large. Jacksonian Democracy (1800-1892) originated the premise that any citizen with an average intelligence is capable of performing the daily work of government. Although this led to a spoils system which created a gross, uneconomical payroll, it also instilled an element of democracy into the U.S. Civil Service. The Pendleton Act of 1883 and the creation of the merit system attempted to curb the inefficiency of the spoils system, while still maintaining the equity of democratic hiring and deposing of an elite system of federal employees. Unfortunately, the mores and socialization of the times created the very inequity that the Act was meant to prevent. History abounds with examples of the deprivations suffered by women, racial and cultural minorities, the handicapped, and immigrants, all of whom have been denied representation in the policy-making processes and bureaucracies in ration to their numbers in the population.

Although various other administrations passed legislation to correct these ills, it is the period described by Hellriegel and Short as the period of proaction (1961-present) that has done the most to provide a more representative bureaucracy (federal government).[1] To provide for democratic principles, policies of affirmative action and equal employment opportunity, as well as the authority to enforce these policies, were put into effect.

Can a bureaucracy be truly representative under the merit system? Can one find the best person for the job in a minority group when that minority group has been deprived of the benefits of education or of blending into the middle-class white society, the mainstream of the United States? Or for the sake of representation, does one hire a less qualified person so as to correct unrepresentative democracy? Kranz says yes: hire a person from a disadvantaged social group and train the person in the job to maximize the given potential, even paying the person to learn while in this position of responsibility—regardless of the fact that the person is not capable of assuming the responsibility. Kranz calls for equal representation in every agency, at all levels of the hierarchy, in direct proportion to the population that the agency serves.[2] Although this is certainly democratic, it is also far from economical.

The term "representative bureaucracy" is attributed to J. Donald Kingsley (1944). His book of the same title argued for the liberalization of social class selection for the English bureaucracy which was then dominated by Oxford and Cambridge graduates who were from the upper middle class. A non-representative structure, he reminded us, will sabotage the demands of a ruling party whose program is at odds with the class from which the bureaucracy is drawn. Kingsley's argument is that representative bureaucracy is necessary because there must be at least some administrators sympathetic to the programmatic concerns of the dominant political party. The emphasis in Kingsley's book is on class structure, whereas in the United States we must equate class with a minority structure that will be determined by the same criterion—socioeconomic power.

Affirmative action is representative bureaucracy. Government and the private sector both adopted affirmative action based on the Civil Rights Act of 1964, the Equal Employment Opportunity Act of 1972, and Executive Order 11246. Affirmative action still means many things: quota systems, proportional representation, and nondiscriminatory personnel practices. Now, it even faces another serious criticism, reverse discrimination. The Bakke case might well be a turning point toward less affirmative action (Choi 1979, p. 57).

Vocational education is itself designed to achieve equity—education for all those who want to have training, including the poor, the old, those who could but did not have "regular education," and those who want to add or update skills. Vocational education has expanded equity for blacks and other minorities, women, the handicapped, and limited English-speaking people.

Modern vocational education began with the Smith-Hughes Act of 1917, which provided for the promotion of vocational preparation at the secondary level in agriculture, home economics, and trade and industrial education, as well as for the preparation of teachers in these subjects. The Act established a Federal Board of Vocational Education and required the states to designate a state board which would submit plans in conformance with standards imposed by the Federal Board. Federal funds were appropriated for the three different subjects: expenditures for vocational agriculture were distributed on the basis of the state's rural population; funds for trade and industrial education and home economics were based on the urban population; and teacher training money was distributed on the basis of the total population.

Then in the 1960s federal support for vocational education was substantially expanded and modernized to respond to the economic, technological, and demographic changes that had swept post-Korean War America. The high level of unemployment, especially among young people and minorities, was the principal motivating factor behind the new concepts embodied in the Vocational Education Act of 1963. That law, under the New Frontier banner, redirected vocational education away from training in a few selected occupational categories to an emphasis on preparing both secondary and postsecondary students for their place in the world of work.

Among the recommendations of President John F. Kennedy's Panel of Consultants on Vocational Education, and included in the Vocational Education Act of 1963, was a change from appropriating federal funds solely on the basis of providing services to providing those services to specific target groups. The people to be served were identifed as (1) students in high school, (2) students in postsecondary schools (but not four-year colleges), (3) students with special needs (disadvantaged, handicapped, and the like), and adults. The Act also authorized federal funds for the construction of area vocational schools, for various auxiliary services and activities for research, for work-study programs, and for the construction and operation of residential vocational schools.

The Vocational Education Act held the promise that all persons of all ages in all communities would have ready access to vocational education that was of high quality and suited to their needs, interests, and ability to benefit from such training. The 1968 Amendments to the Act reinforced the new direction of the VEA of 1963. The Congress specified in the 1968 Amendments that 15 percent of the basic state grant be set aside for disadvantaged students and 10 percent for the handicapped.

The 1976 Amendments required that priority be given in the distribution of federal funds to economically depressed areas with high rates of unemployment and to programs designed to meet new and emerging human resource needs and job opportunities. Congress set aside 20 percent of the federal funds for the disadvantaged and 15 percent for the handicapped. Sex equity is clearly stipulated in this amendment.

The purpose of Title I, Part A of the legislation is to assist states to improve planning in the use of all resources available to them for vocational education and manpower training by involving a wide range of agencies and individuals in the development of vocational education plans. It is also the purpose of this Part to assist them—

1. to extend, improve, and where necessary, maintain existing programs of vocational education;

2. to develop new programs of vocational education;

3. to develop and carry out such programs of vocational education within each state so as to overcome sex discrimination and sex stereotyping in vocational education programs (including programs of homemaking), and thereby furnish equal educational opportunities in vocational education to persons of both sexes; and

4. to provide part-time employment for youths who need the earnings from such employment to continue their vocational training on a full-scale basis—so that persons of all ages in all communities of the state, those in high school, those who have completed or discontinued their formal education and are preparing to enter the labor market, those who have already entered the labor market, but need to upgrade their skills or learn new ones, those with special educational handicaps, and those in post-secondary schools,

> will have ready access to vocational training or retraining. . . of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and ability to benefit from such training (Sec. 101).

The concept of equity was fully explored in the 1976 Amendments relative to: urban and rural students, high school students and "drop outs," men and women, the young and aged, handicapped and disadvantaged individuals. Another highlight of the Amendments was the desired linkage of the vocational education and employability of any person. In other words, vocational education was intertwined with manpower policy.

The 1960s heralded a time of significantly increased spending on many programs, each separately responding to a newly emphasized need. The passage of laws such as the Area Redevelopment Act of 1961, the Manpower Development and Training Act of 1962, the Economic Opportunity Act of 1964, and the Emergency Employment Act of 1971 illustrate decisions based on identifiable political and social needs.

In 1973, the Comprehensive Employment and Training Act (CETA) approach won a major battle. It was hailed as the new, rational response to the preceding piecemeal manpower program. CETA mandated decentralization of program administration through "unconditional" revenue sharing, and provision of federal funding for discretionary use by state and local government. The law established general guidance for the use of these funds. Decisions about specific programs were to be made by state and local manpower officials after a comprehensive analysis had been made of local labor markets and goals stated based on the identification of relevant social needs. Two-thirds of the total CETA funding were designed for Title I (the comprehensive block grant).

On March 9, 1977, the president sent Congress a message reviewing the nation's record on youth employment and proposing new measures by the federal government to improve the labor market status of youth. The resulting Youth Employment and Demonstration Projects Act of 1977 explored methods of dealing with the structural unemployment and problems of the nation's youth. In 1978, President Jimmy Carter asked Vice-President Walter Mondale to chair an internal working group of cabinet members and agency administrators appointed to examine the problem of youth unemployment. The task force found that young

people today face a quartet of difficulties: a job gap, an education gap, an experience gap, and a skill gap (Rosenberg 1980). Youth, especially black and other minority youths,[3] have become a key concern of manpower policymakers.

The evaluation of equity-minded vocational education and human resource policies does not yet indicate quite satisfying results. De facto equity is not yet fully explored for black, other minority people, women, the disadvantaged and handicapped. The barriers to accessibility vary and include the location of the school, the creation of vocational school districts, racial gerrymandering, dual attendance zones, segregated branches, program differentiation, and admissions criteria (McClure 1979). From recruitment to placement, there is room for improvement.

Chambers and Sargen (1979) wrote about the ill-matched state and local funding for the disadvantaged and handicapped.

> In recent years, serious questions have been raised as to the effectiveness of the present vocational education grant structure in achieving its purpose of stimulating and "encouraging" state and local allocation for vocational education beyond the level that would have been undertaken in the absence of the federal aid. State and local education agencies currently average more than $6 (six dollars) of spending on vocational education for every one dollar received. In programs for the disadvantaged and the handicapped, however, this ratio is significantly lower--2:1 and 1:1 respectively (p. 29).

The five-year Mississippi State Plan for Vocational Education 1978-1982, the one-year state plan for vocational education, and the accountability report in many states show good policies, programs, and projects. Some critics overlook the good programs and projects. What is left is the implementation of planned programs. In the state of Mississippi, the vocational education administration has not effectively implemented health and office management programs due to insufficient funding. This holds true in many other states.

THE BARRIERS TO EQUITY AND STRATEGIES FOR EQUITY

The barriers to equity are many: Lockean liberalism to social Darwinism, economic recess, and human bias and prejudice. The Lockean liberals cherished individualism, not collective good. Social Darwinists before and after the industrial revolution encouraged the survival of the fittest and weeding out the unfit. Prewelfare economy never recognized the dignity and value of human beings. No economic depression would help equity as a feasible policy. The chance of birth and opportunities provided by inherited wealth and education were once regarded as God's choice. And now we are in the age of "don't care": we are careless of our neighbors, our community, and the nation. We are concerned about Proposition 13, a tax cut/increase, the new car, our house, and the vacation in Florida or Colorado. America may not have walls or fences, but invisible barriers abound.

The cancer in the realm of equity is the absence of the public interest. As a matter of fact, the concept of public interest is not entirely clear to many scholars and citizens. To many Americans, public interest resides in the complex, but due process of political adjustment which is often cited as the essence of American democracy. Their views are realistic, rational, and calculated. They try to identify common private interest among citizens as the public interest.

The public interest cannot be understood without sympathy, compassion, and benevolence toward the poor and disadvantaged. The public interest must be construed as civic virtue, and as such, includes all the qualities of equity and justice. When the natural order deals only with the "fittest," the government must take care of the less "fit."

Even though a conservative wind blows now and public interest for the poor and disadvantaged may be at a correspondingly lower level, no conservative can be critical of humanitarianism, equality, and equity, which are the goals of any civilized society and government. Recently Mr. Ronald Reagan, as a conservative presidential candidate, made an acceptance speech at the 1980 Republican Party Convention, stating that conservatism is not going to lessen equity.

De Jouvenel (1957) offers a message to us:

> Awareness of a "we" is aroused by real affections and is in the present indicative for persons known to us; it constrains our affections to the conditional future, or to the imperative, for unknown persons who are members of the "we". The "we" breeds obligations which are really feelings of linkage. Awareness is each "he" of these obligations constitutes for each "me" a powerful safeguard. It enables "me" to have confidence in "him". This confidence is the condition on which human activity can develop (p. 106).

What is needed for equity is enlightened self-interest, concern about "us."

Justice-as-fairness is a concept that could contribute more than it does to equity. Utilitarianism, known as the greatest happiness of the greatest number, would demand the good of the majority. Perfectionism, in effect, would say to hell with society's least well-off. Intuitionism, which most public administrators practice, permits the choice of hiring members of minority groups, but only by happenstance and not by the force of its theory.

An ethical framework for equity is Rawls' (1971) justiceas-fairness. Justice-as-fairness could well justify the hiring of "less qualified" applicants from disadvantaged groups in society on the following grounds—

1. that *not* hiring them would be further depriving society's most deprived groups for the sake of the whole society;

2. that hiring them would facilitate the full realization of their "basic liberty" without encroaching on the basic liberty of others;

3. that hiring them helps ensure that all positions and offices are open to all;

4. that hiring them helps ensure that social status innate to such offices continues to work toward the advantage of all in a reasonably equal way, because the social status and positions are being extended to the least well-off in society (p. 40).

Liberalism that began with the New Deal is declining, and equity as justice-as-fairness is fading away. For some, equity has become an analytical concept based on cost-benefit analysis. In considering equity, the analyst examines the distribution of the benefits derived from, and cost imposed by the program or

policy. The concept refers to a "fair" distribution of costs and benefits as defined by public policy for a particular context; a fair distribution of benefits in a given program area, for example, might be determined by some measure of need for the service, the charging of equal fees for equal services, or on the basis of geographic coverage.

Equity has been long in coming, and in its ideal form has not yet arrived. We might not ever achieve equity, perfect and ideal, but we should be proud of the equity we have achieved under the New Deal, the Fair Deal, the New Frontier, and the Great Society banners.

The disadvantaged should be encouraged to change their fate, and they should know sympathy and compassion in the process. They can be trained and educated as members of the majority group. The leaders of minority groups should share their own experiences with their people and advise and point out the road to America—the land of opportunity. Immigrants could emulate the majority and thus change their fate. Equity allows minority people to begin employment with the same advantages as majority people. Birth and family background, race, color, and national origin should not be the factors to decide one's fate. Affirmative action should be taught not as a quota system, but as a true, unbiased merit system, open and applicable to all citizens regardless of sex, color, or national origin.

Equity, symbolized by affirmative action, has been institutionally enforced by the Equal Employment Opportunity Commission (EEOC). However, the EEOC has often been helpless or less useful than anticipated because it has moved very slowly. Some equity cases filed as many as six or seven years ago have not yet even been opened. This backlog is the main issue of criticism. The victims of discrimination suffer when they write complaining to the Department of Human Services, Office of Civil Rights, and the Department of Labor Contract Compliance Office, and the latter consistently refers the complaints to the Equal Employment Opportunity Commission, which does not carry out investigations effectively. There may still be many hidden and unfiled cases, because of the insidious nature of discrimination. Discriminators—either in ignorance or in candor—seldom admit that they discriminate against disadvantaged people, but discrimination is nevertheless rampant, even in institutions of higher education.

Public interest groups—including the National Association for the Advancement of Colored People (NAACP), the Urban League, the League of Women Voters, and

the National Organization of Women (NOW)—are effectively working in the pluralistic American democracy. There is, however, no single effective Asian American interest group at the present time. A coalition of all minorities is very desirable. Furthermore, the courts should be more sensitive to equity.

Favorable litigation by an individual from the disadvantaged groups is a nearly impossible dream. The court rulings have often helped establish equity, but not always. The courts are not always for affirmative action, and the advantaged people and their institutions, unlike the disadvantaged, have lawyers in residence to fight for their position. Justice is more often for the rich and advantaged than it is for the poor and disadvantaged.

Research activities on equity and affirmative action should be expanded qualitatively and quantitatively in every area of vocational education. Questions that need answering are the following:

1. How many cases filed have been resolved by out of court settlement?
2. What is the general outcome?
3. How long does it take from the time the litigation was initiated to the court ruling?
4. How many cases are brought to EEOC, by whom, and on what grounds?
5. How do we estimate the number of unfiled, hidden cases?
6. How many Americans know of the existence of the Civil Rights Act and the availability of help from EEOC and other government agencies and public interest groups?

In public administration, the improvement of testing is a feasible way to effect equity. Testing should be thoroughly job-related. Agencies should be required to show evidence of criterion-related, content, or construct validity of their personnel selection procedure. This set of guidelines should require sound job analysis, a procedure by which a job is systematically and scientifically examined in order to determine exactly how the job is performed. It should isolate duties, skills, abilities, and identify training required to perform the task.

The International Personnel Management Association discussed three types of validation and their implications.

Criterion-related validity. A key problem is development of a proper measure of performance—the criterion—so as to compare it with the results of the selection device. Never use an overall rating of performance; use more detailed ratings for specific job duties. Tie the ratings to what the tests were designed to measure: don't be surprised if an arithmetic test for statistical clerks fails to assess their dependability. Address the possibility of greater bias and try to show it did not occur, but recognize this will be impossible to prove. One method is to use ratings by supervisors on two different levels and correlate them. Training success may be used as a criterion. Courts have not been clear on what relationship must exist between the training and subsequent job performance, but all training programs should be built to be content-valid in any case.

Content validity. There is a continuum of job-relatedness. Tests that have elements identical or similar to the job are content-valid. Tests of performance and tests of knowledge can be validated on the content model. Comprehensive job analysis will show that every job has multiple facets; no test can measure every job aspect; a battery of procedures should be used; matching each to the appropriate job requirement. A content-valid test can usually be used to rank candidates because a higher source will indicate better job performance. But scores above minimum cutoff point (e.g., on a typing test) may not be germane if other facets of the job are equally important (if the secretarial job requires more than typing, for example). A key problem for the user is to assess the weight given to each specific test or procedure in the battery. Test batteries are more useful than single tests. Because better selections will result from multiple procedures, validation is easier. Try to use an overall score for all of the procedures, rather than eliminate candidates by successive hurdles, each of which would need to be validated.

Construct validity. This third validity method has rarely been used in employment testing; but research is now under way, and it will be important in the future (Krause 1976).

Vocational education should regularly provide test improvement training for both employers and employees. The first major Supreme Court case dealing with testing was the 1971 Griggs v. Duke Power Company decision. The case declares:

> if any employment test or practice has a disparate effect on persons on the basis of race, sex, religion, or national origin, for example, a test with a higher percentage of black failures than white failures, and that test or practice has not been proven to be job-related and an accurate predictor of job performance, then that test or practice constitutes unlawful discrimination under Title VII of the Civil Rights Act of 1964 (Bader 1973, p. 6).

The Supreme Court interpreted Title VII as requiring "that any test used (for hiring or promotion) must measure the person for the job and not the person in the abstract" (Bader 1973 p. 6). In keeping with this interpretation, vocational education should emphasize the importance of training in job analysis, job classification, and job evaluation to students in personnel administration courses at the college level.

Personnel administrators might also consider two other points. Today's technology, especially the computer, offers personnel administrators special assistance in the form of an economical method of ensuring employment equity. A master muster roll of all civil service employees listing their skills, talents, and achievements could serve as a base of information. When a position arose in a given location, the computer, by keying on demographic data of the area, could find civil service employees with the demography and occupational skills that match those indicated in the muster roll. These individuals could be offered the opportunity to request the job, and normal selection rules could then prevail. Race could be eliminated from the demographic data if racial bias were considered in such a proposal, with the understanding that the risk of unrepresentativeness would in that case be run. Such a program could also be used to keep track of educational and career achievements and other criteria to signify individual mobility. This could be a remedy for the alienation factor as well. Furthermore, it could be the affirmative action needed to let civil service employees who are stymied in one area expand their potential in another, and become not only successful, but satisfied with the system, the job, and themselves. Recruitment bodies of vocational education faculty, administrators, and students (who are future faculty and administrators) could well adopt the above suggestion.

Another possible area of productivity for ensuring employment equity can be found in the social science field itself. The literature of the discipline abounds with human relations theory, and the lesson of Hawthorne. However, if these theories and lessons are not applied, they are useless. Organizational development and existentialism are new paradigms of public administration and management science. Human relations, organizational theory, organizational development, and human resource management should be put into practice in vocational education.

RESEARCH/POLICY RECOMMENDATIONS

1. Equity is the goal of social justice and vocational education, and should be a part of the morality in any civilized society. Vocational education should include equity as a required course in both high school and junior college programs. The Civil Rights Act of 1964, the Equal Employment Opportunity Act of 1972, Executive Order 11246, the Vocational Education Act of 1963 (amended in 1968 and 1976), Title IX of the Education Amendments of 1972, the Vocational Rehabilitation Act of 1973, and the Equal Pay Act of 1963 should be the major elements of the course syllabus. Rawls' justice-as-fairness concept and this paper would be useful references for any coursework. Mississippi has adopted this kind of equity course.

Equity from the perspective of the humanities and costbenefit analysis might help the students' understanding of the subject. Public interest should be made the foundation of equity.

2. Research on the present enrollment of black and other racial minorities, women, and the disadvantaged and handicapped students in vocational education should be conducted on a regular basis. The outcome of this research will provide better outreach strategies to attract all those people who have the right to enjoy vocational education and to change their fate for the future.

Research on the present number and status of blacks and other racial minorities, women, the disadvantaged, and the handicapped among the administrators and faculty of vocational education institutions will provide better recruitment policies for all the disadvantaged and handicapped people on the faculty and staffs of vocational education programs. Underrepresentation of the disadvantaged and handicapped in vocational education should be corrected.

Those who are able to teach and work as staff personnel should be recruited for vocational institutions. Moreover, women in nontraditional jobs should be encouraged in vocational education programs.

3. Intergovernmental fiscal relationships in vocational education should be studied from the standpoint of equity. The present purpose of mixed federalism in vocational education is to stimulate and encourage equity. The equity allocation of federal funding to state and local governments means that the federal government which initiated the drive for equity does not completely trust the state and local governments' intention to do right by equity. Moreover, economic recession might prevent state governments from providing adequate funding for equity programs even though we predict that education will be the largest single component of most state and local budgets.

In the wake of California's Proposition 13, which sharply cut local property taxes, the National Education Association worked for the creation of the U.S. Department of Education to gain more federal support for education. However, the federal share of the total education budget is unlikely to increase much beyond its current level in the absence of dramatic new initiatives.

With declining enrollments in elementary and secondary schools and colleges, the reorganization of school finance systems will be necessary. Vocational education will be better off than regular schools with regard to enrollment, and expensive college tuition will send more students to junior colleges.

Equalization of state property tax assessments should be sought. In Serrano v. Priest (1971), the California Supreme Court noted that the California system of financing schools from local property taxes resulted in wide revenue disparities among school districts, and the court determined that "this funding scheme invidiously discriminates against the poor because it makes the quality of a child's education a function of the wealth of his parents and neighbors" (Hogan 1974, p. 7). Shortly thereafter, in Rodriguez v. San Antonio Independent School District (1971), a federal court invalidated the similar Texas method of financing public schools as a violation of the equal protection clause of the Fourteenth Amendment.

In postsecondary education, financial retrenchment or the sliding fee approach is the desirable and powerful way to deal with the problem of financing schools. It is essentially an income redistribution program. It is reasonable to expect that the

financial burden is passed to the broadest and most progressive tax source possible. Changing local property tax to a progressive tax, cost-sharing by state/local governments, and utilization of general revenue sharing are a few ways to mitigate financial stress.

4. Employability should be studied. Equity should start with a person's employability. Vocational education can do little to create jobs, but it can provide employability to all citizens. The most significant area of research on employability is the work socialization process. Work socialization processes should incorporate the work ethic.

The process of occupational socialization during childhood has been shown to be developmental in nature and to follow an age-related pattern largely in accordance with that which has been shown or presumed to govern children's growth in general. In other words, although work itself in the formal sense may be largely a phenomenon of late adolescence and adulthood, preparation to assume one's place in the world of work and growth into an occupational self-identity begins far earlier than that. If asked to identify a critical age or watershed period in children's development of occupational awareness, it would appear that the fifth grade is crucial (Goldstein and Oldham 1979).

Children should be socialized in the work ethic at the kindergarten level. Vocational education should find books and media programs that will enhance the work ethic for children. The desire to do a good job is a value that people bring with them to the job; it is not something that can be created on the job, because by then it is too late. The work ethic is part of our cultural heritage, our upbringing, and our fundamental value system.

A new motivation system should be researched and devised. The old incentive system of using money as the lure and dismissal as the punishment should be re-examined. That the old motivational tools are ineffective helps account for the slippage in worker productivity and efficiency (Yankelovich 1979, pp. 61-66). We really do not know whether the Protestant work ethic should be revived in the future. The American workers should lift their productivity to a positive level. In 1980, the United States surpassed only England among industrialized western nations. Vocational education should conduct research on the early childhood perceptions of work and productivity. Comparative studies of the work ethic and vocational education curricula are also desirable, and it is likewise desirable to learn what has been discussed about worker productivity in America.

The U.S. Department of Labor projects that more than half of the estimated 66.4 million job openings available between 1978 and 1990 will be in white collar occupations—the professional, technical, managerial, sales, and clerical fields. Overall, approximately 55 percent of the total openings will be white collar, 24 percent blue collar, 18 percent service, and two percent farm.[4]

Vocational education should design curricula for these projected openings, with emphasis on mathematics and computer science. In the meantime, vocational education institutions must determine whether they really offer programs that are different from those at other types of institutions of higher learning. The four-year college has been adopting programs which used to be exclusive to vocational education. It is evident that the white collar nature of future jobs requires new direction for vocational education.[5]

5. Energy equity should be studied. A study by Barry Commoner shows that the 23 to 25 million poor people in the United States spend between 15 to 50 percent of their disposable income (after-tax income) on energy (Commoner 1980, p. 130). The plight of the minority poor is further exacerbated by increases in food, medical costs, and energy price hikes. Energy is the new frontier for both civil rights and human rights in the 1980s.

Energy industries should open their doors to all racial and cultural minorities. For the next ten years, vocational educators should train students in many new energy programs, e.g., solar, biomass, geothermal, and nuclear.

CONCLUSION

Equity in public administration and vocational education has been discussed and common strategies for alleviating inequity have been identifed. The author believes that vocational education should train students in the morality of democratic political processes—productivity, efficiency, participation, and rationality. Equity has been institutionally enhanced during the last two decades. The ideal and normative sense of equity should be permanent with human beings. Affirmative action and equal employment opportunity have been identified as important national issues. However, spiraling fuel costs and their inflationary effects on the economy emerge as the nation's priority. This energy crisis calls out for energy equity.

Equity is an integral part of the morality of any civilized society, and equity should begin with the employability of all citizens. Vocational education is in the most advantageous position to initiate equity, because vocational education guides citizens to their *vocation.* A basic question is: Who is receiving services and whose need is being neglected? Need *can* be addressed without regard to race, sex, age, national origin, and handicap.

NOTES

1. Don Hellriegel and Larry Short. "Equal Employment Opportunity in the Federal Government: A Comparative Analysis." *Public Administration Review* November/December 1972, pp. 851-858.

Hellriegel cites three distinct phases in which equal opportunity for federal employment has been influenced by the administration in power. He credits the federal system as being an innovator and a model for other government agencies. The three-phases of evolution for equal treatment and employment are the periods of Interaction, Reaction, and Proaction. His findings on each of these periods are summarized to provide an historical perspective for the affirmative action taken by the government in utilizing minorities, thereby making bureaucracies more representative in nature.

Period of Inaction (1798 - 1939)

Hellriegel's thesis applies after the advent of the merit system, beginning with the Pendleton Act of 1883. Prior to the act, political employment was attuned to political affiliation, and the country's bureaucracies operated under a "spoils system." However, the legislation passed prior to 1883, and afterwards to implement a merit system, was somewhat ambigious. In 1864 Congress passed a law that established a policy of discrimination in pay for women employees. Although a later law (1870) established the principle of equal pay for equal work regardless of sex, it merely permitted equality, but did not require it. In fact, the law was interpreted as granting authority to appointing officials to specify the sex of the applicants for a position. Discrimination was allowed by use of the "rule of three." Racial discrimination, although not based on legislation as discrimination against women, remained a common personnel practice for more than fifty years after the Civil Service Act.

Period of Reaction (1940 - 1960)

Executive Order #8587, issued by President Franklin D. Roosevelt in November 1940, amended the civil service rules prohibiting discrimination in federal employment because of race. Roosevelt issued other executive orders establishing fair employment practice committees designed to provide a government-wide

machinery for implementing the policy of nondiscrimination. This same tack was followed by Presidents Truman and Eisenhower during their administrations. Unfortunately, the enforcement powers of the committees were limited to moral persuasion and technical assistance.

Period of Proaction (1961 - Present)

John F. Kennedy signed Executive Order #10925 in November 1961, reaffirming the policy expressed by previous executive orders which prohibited discrimination because of race, color, religion, or national origin. Unlike the previous orders, #10925 required affirmative action to achieve equality of opportunity for employees of the federal government.

In 1962 President Kennedy asked the attorney general to review the 1870 law concerning discrimination in pay for women. He deemed it unjustified, and the Civil Service Commission immediately issued regulations prohibiting sex discrimination in federal personnel practices. Executive Order #11246, signed by President Johnson, extended the affirmative action program; it was extended still further by Executive Order #11375 in 1967, which included an anti-sex discrimination prohibition. President Nixon issued the first executive order devoted exclusively to equal employment in the federal government, Executive Order #11478. The most significant feature of this act was to assign specific responsibilities to the executive departments and agencies to carry out the program for equal opportunity. Another difference in the Nixon program was that it emphasized equality of opportunity for all citizens rather than just social minorities.

Hellriegel concluded that organizational indifference toward equality of opportunity during the period of Interaction was associated with discriminatory selection practices. The proportion of minority employees was far smaller than the proportion of the population at large. A laissez-faire attitude toward equality of opportunity will not result in significant accomplishments in the employment of minority group members. The policies of nondiscrimination enacted in the period of reaction resulted in an almost equal proportion of minority employees in the federal government as it was not effective in ensuring equal representation of minority employees in tne intermediate and higher level positions. Finally, affirmative action programs initiated during the period of proaction increased the total number of minority employees and their utilization in the intermediate and higher level positions. The federal government's lead in affirmative action has increased the

mandate for a more representative bureaucracy by allowing minority groups to explore their full potential. It has provided the necessary training, schooling, and experience for upward mobility. Yet an enactment of legislation goals of equal opportunity is achievable. Progress has been made by offering the opportunity and providing the machinery to make use of the opportunity.

2. Harry Kranz. "How Representative is the Public Service?" *Public Personnel Management,* July/August 1973, pp. 242-255.

Kranz proposes that just "how representative our public work force is today is critical to a host of related issues affecting American democracy. It is important not only in insuring a policy vehicle for the under-represented, but also a source of economic betterment for disadvantaged minorities." Kranz sees representation in proportion to population in the area in which the agency is located. For example, "A Washington office of a federal agency would be rated on the basis of the national population ratios (e.g., 5 percent Spanish speaking), while a regional office would be judged on the population ratios in the region served, and a city department on the basis of minority percentages in that city." He makes it clear that the representatives must pervade all echelons of the organization. "It is not enough that blacks, with 11 percent of the population, represent 12 percent of each level and grade, including the super-grades approximate 11 percent of each level paid and where higher policies are made." He expands his coverage of minorities in this article, speaking not only of blacks and women as minority groups, but includes (by name) "Indians, Spanish-speaking, youth (ages seventeen to twenty-four) and poor people (those from a 'low income' family), all as defined by the 1970 census." He excludes the aged for some reason, and I question the minority classification for "low income" families. However, in this study he remains with statistical data on blacks and women. This data indicated, according to the 1970 census, that women were 51 percent of the population; Spanish origins persons, 5 percent; American Indians, 0.4 percent; and Asian Americans, 0.5 percent. American minorities alone (blacks, Spanish, Indians, and Asian Americans) represent nearly 17 percent of the population. In the federal government as a whole, women have consistently held 27 percent of all the federal jobs since 1968, with women in the above racial categories and those with Spanish surnames underrepresented in the federal government.

Concerning representation in pay grade and prestigious jobs, he finds that minorities, as expected, were overrepresented in the lower levels. Minorities

represented 59.6 percent of those in the three lowest brackets, but only 6.6 percent in the highest paying position.

The focus of this study was "to determine whether America currently (1973) had a representative work force." Kranz continued, "on the basis of the available data we can conclude that while we have made much progress in recent years in increasing minority representation in the public sector, we still fall far short of having attained a representative work force at all levels; in most cases, minorities and women are not represented in proportion to their population, in the various federal, state and local government agencies, occupations, and locations, and particularly in the better paid policy-making roles the ethnic and sexual make-up of the public work force is a critical component in determining whether the bureaucracy is representative and democratic.. (a) representative bureaucracy is an essential element of a democratic society."

3. President Carter's concern for youth has been consistent. His announcement at the White House on January 10, 1980 (*Fact Sheet* 108, Office of Louise Martin, the White House) states that:

> We need youth employment for economic reasons, because every dollar we invest in the talent or ability of our future. We need to make it for moral reasons and for ethical reasons. A mind is a terrible thing to waste. We have all heard this compelling appeal by the United Negro College Fund. A mind is a terrible thing to waste. We have seen the television portrayal of a young man sitting alone in an empty room listening helplessly to the sounds of the city outside, a world in which he cannot hope to compete. We have seen them paralyzed, not in a physical sense, but by a lack of skill, a lack of hope.

Source: Maudine R. Cooper, "The Youth Employment and Training Initiatives," Testimony delivered before the Senate Subcommittee on Employment Poverty, and Migratory Labor, March 13, 1980.

4. Computer technology will create some new white collar jobs and eliminate others over the next ten years.

- Secretaries and typists will be in high demand.

- More scientists, engineers, and technicians will be needed as the nation invests more in energy production, mass transportation, and environmental protection. With health services expanding, there will be greater demand for nurses, doctors, orderlies, and nursing aides.

- Cooks, cosmetologists, and other personal service workers.

Source: Department of Labor Bureau of Labor Statistics, *Occupational Outlook Handbook: Bureau of Labor Statistics Bulletin No. 2075*, Washington, D.C.: Government Printing Office, 1980.

5. Stromsdorfer's recent findings could indicate an identity crisis of vocational education to a certain degree:

1. Programs that include skill training (vocational or technical education provided by area vocational centers or other industries) may have a positive but diminishing effect on the earnings and employment prospects of participants who complete the programs, with greater benefits for women than men.

2. Vocational education as part of a high school curriculum does not have a clear positive impact on the experiences of young men in the labor market relative to their counterparts who pursue a general academic program. Vocational graduates do seem to benefit in the short run from the placement services of their programs. Women, however, do improve their job prospects by taking a vocational education program, apparently because most of them learn clerical skills that are much in demand.

Source: Ernest W. Stromsdorfer, "The Effectiveness of Youth Programs: An Analysis of Historical Antecedents of Current Youth Initiatives," *Youth Employment and Public Policy*, A Collection of Papers from the American Assembly on Youth Employment project edited by Isabel V. Sawhilll (Arden House, Harriman, New York August 9-12, 1979)

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ACKNOWLEDGMENTS

Before vocational educators can adequately meet the special needs of special groups, they must be committed to a philosophy of equitable education. The issue of equity in education has received a great deal of attention over the last ten years from the legislative, judicial, and academic sectors. As a result of this attention, research and analysis have shown that the term "equity" has a different connotation for nearly everyone who has attempted to define and apply it to educational programs. In addition, a host of related terms such as equality, disparity, and discrimination are a part of the vocational educator's daily vocabulary.

In an attempt to help vocational educators to articulate a definition of equity, the National Center for Research in Vocational Education has commissioned seventeen papers on equity from three broad perspectives--academic, vocational, and special needs. The authors in each of the three groups provide their own perceptions of and experiences with equity in education to bring vocational educators to a better understanding of this complex but timely issue.

The National Center is indebted to these seventeen authors for their contribution to furthering research on equity in vocational education.

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